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In presenting this study of guidelines to be followed in considering the establishment of community junior colleges, the Southern Regional Education Board endeavored to contribute to the discussion and planning of ways in which educational opportunity can be expanded in the South. In the report, Dr. Brumbaugh presents eight general criteria or guidelines that should aid any community in appraising its educational needs and in developing plans for a community college. His sources have been the reports of conferences on general criteria, special studies by community councils and commissions, and evaluations of practices that prevail in the several States.							
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GUIDELINES FOR THE ESTABLISHMENT OF

COMMUNITY JUNIOR COLLEGES

By A. J. BRUMBAUGH

ED 000686

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By A. J. BRUMBAUGH, Consultant

Southern Regional Education Board

**Southern Regional Education Board
130 Sixth St., N.W., Atlanta 13, Ga.**



FOREWORD

The community junior college during recent years has been, in many respects, the most dynamic segment of American higher education. Many new public community junior colleges have been established and the proportion of college students enrolled in these colleges has risen rapidly. A number of state legislatures have taken action to encourage the establishment and growth of these institutions and in several states, notably California and Florida, state officials have undertaken, planned and begun construction of a comprehensive system of community junior colleges which will bring this type of educational opportunity within commuting distance of most of the state's population.

The prospect of a system of community junior colleges in each state is an attractive one to many educators and to many legislators. However, the ultimate success of any community junior college system depends upon the way in which the initial idea is executed. A community junior college system is desirable only if it has been carefully planned and developed to meet genuine educational needs. Community colleges will be little more than expensive white elephants if, in the words of this report, they are "scattered promiscuously over the land in response to political whims or social pressures." In presenting this study of guidelines to be followed in considering the establishment of community junior colleges, the Southern Regional Education Board hopes to contribute in a constructive way to the discussion and planning of ways in which educational opportunity can be expanded in the South.

WINFRED L. GODWIN

Director

Southern Regional Educational Board

GUIDELINES FOR THE ESTABLISHMENT OF COMMUNITY JUNIOR COLLEGES

by

A. J. BRUMBAUGH, *Consultant*
Southern Regional Education Board

In a democracy the individual comes first. We are irrevocably committed to the principle that every individual should have the opportunity to progress as far as his interests and abilities will permit. This means that everyone who can profit from a college education should have a chance to acquire it but it does not suggest that everyone should have the same education.¹⁴

In these words, the Commission on Goals for Higher Education in the South expresses convictions that have far-reaching implications. Just how far-reaching is indicated by John W. Gardner's statement on National Goals in Education, in which he says,

Education is important in any modern society whatever its political or economic forms. But a society, such as ours, dedicated to the nurture of free, rational and responsible men and women, has special reasons for valuing education. Our deepest convictions impel us to foster individual fulfillment. We wish each one to achieve the promise that is in him. We wish each one to be worthy of a free society, and capable of strengthening a free society. Education is essential not only to individual fulfillment but to the vitality of our national life. The vigor of our free institutions depends on educated men and women at every level of the society. And at this moment in history free institutions are on trial.⁵

Thinking persons generally will agree with the importance of providing every individual with an opportunity for maximum development. The crucial question is how.

To provide for wide differences in individual capacities, there must be many different kinds of educational opportunity. Special opportunities must be provided for the gifted so that they will not be limited by programs set for those of lesser competence; diversified opportunities must be provided also for the much larger number

of the less gifted. Education is challenged at every level today to keep pace with the ever-growing demands for diversified educational opportunities. It is a special problem for those concerned with public education because it is doubtful that private colleges and universities can expand as rapidly as will be required to keep pace with growing college enrollments. State colleges and universities will carry more of the responsibility for providing "full opportunity" for all qualified youth. But the degree-granting state higher institutions do not offer a complete solution. In many instances, because they can accommodate only limited numbers, they are becoming more selective in their admissions policies. What is more, their programs generally cannot provide the diversity of opportunities now demanded.

The most promising solution to the twin problems of growing enrollments and not enough diversity of educational opportunity is the extension of two-year community colleges. In fact, the Commission on Goals for Higher Education in the South says emphatically, "Every state should develop a strong system of two-year community colleges."¹⁴

The Origin of Community Junior Colleges

Large numbers of two-year colleges have been established in recent years because of changing socio-economic conditions, because of increased recognition of the distinct place of the junior college in the scheme of higher education, and because of the gradual clarification of the multiple functions of the junior college. Moreover, the broadening of their functions to include terminal, technical vocational programs and many kinds of adult education and community services has converted the junior college, both by name and in practice, into the two-year community college, or as it is more frequently called the community junior college. Today there are in the United States approximately 700 of these two-year colleges of all types. About 60 per cent of them are public and 40 per cent are private.³ Because of a variety of circumstances, these two-year institutions are distributed unevenly; more than one-third of those publicly supported are found in three states—California, Florida and Texas—while most of those privately supported are located in the Eastern and Southern states.³

Generally, public community junior colleges are established either by a local community in accordance with permissive legislation and

state regulations or by a state agency in cooperation with a local community. Private junior colleges usually originate from local enterprise (for example, a preparatory school or a community organization) or from the leadership of a religious or philanthropic agency. The private junior colleges usually are subject to minimal state regulations.

Quickly summarized, some of the basic philosophical assumptions which underlie the community junior college movement are:

- that every individual should have the opportunity to pursue education to the full extent of his ability and competence.
- that the two-year community junior college is an effective and economical means of extending full opportunity for education beyond the high school.
- that the two-year community junior college must be a multi-purpose institution if it is to serve its function fully.
- that the community college's specific purposes and programs must be determined by the needs of its constituency.
- that financial support for the colleges should be provided on a predetermined basis by both the community and the state.
- that the community junior college should operate under local administrative control to afford the necessary degree of flexibility but also should be part of a coordinated state pattern of higher education established and directed by a state agency.

The Private Junior College

Before considering some of the factors important to the development of a state-wide system of community junior colleges, a word needs to be said about the private junior college. This type of college differs in a number of respects from its publicly supported counterpart. Generally, the private junior college is residential, places major emphasis on academic courses with little or no emphasis on terminal programs, serves a student body that is widely distributed in geographical origin, and is largely dependent on income from tuition, contributions and endowments. The conditions under which a private junior college should be established, where it should be located and the kind of program it should offer will differ in many respects from the factors affecting the establishment of a public community junior college.

This study deals primarily with the public community junior college because trends indicate that in the future the major educational load will be borne by publicly supported higher institutions. However, in some cases, criteria established for public community junior colleges can be applied to private junior colleges. This is true particularly in the questions of minimum size of enrollment, the cost of physical facilities, and the expenditure per student that will be required. Before beginning work to establish a private junior college, a preliminary survey is necessary to determine need, potential enrollments, geographical location, and community interests.

The Two-Year University Center

Some states in the South and elsewhere have moved to establish branches of the state university or state colleges in strategic centers of population in the belief that these branches serve functions generally attributed to community junior colleges. However, because of orientation to the parent institution, the programs of branches tend to give primary emphasis to the arts and sciences. Consideration has not been given in this study to criteria for the establishment of university branches. This is a subject, however, that should be studied further and soon.¹⁵

THE NEED FOR GUIDELINES

Many factors and conditions are important to establishment of a successful community college. If the college does not have a sound basis for its existence, it is likely to be an unstable, low quality, ineffective institution. Only a few such low quality institutions can give a distorted impression of community colleges generally. Moreover, low quality colleges of whatever type are fraudulent; they purport to give an education of creditable quality when in fact they are unable to do so. It is important, therefore, both for the protection of society and of the individual, that guidelines be set for deciding whether there is a need for a community college, the feasibility of establishing it, the cost involved, and the adequacy of financial support available. Such criteria must allow for flexibility in the development of community colleges so that they may be adapted to local needs.

How Guidelines for Community Junior Colleges are Determined

Guidelines for the establishment of community junior colleges have been suggested by various agencies for particular purposes.

About two-thirds of the states in the United States have enacted statutes authorizing the establishment of community junior colleges, usually specifying certain minimum requirements. One of the requirements usually is the approval of new colleges by a state agency—a state board of education, a state board of regents, the state superintendent of schools or the state department of education, a community college board or commission, or the trustees of the state university. It is common practice for the designated approving agency to formulate regulations either supplementing or serving in lieu of statutory regulations to govern the establishment of community junior colleges.

In fact, legislation affecting the establishment of community junior colleges has become a matter of such importance that the American Junior College Association has created a Commission on Legislation. The Commission has held two national conferences on the legal bases for establishing and operating community junior colleges and a handbook is to be published summarizing the Commission's principles of legislative action for community junior colleges.

Criteria also have been suggested by pooling the judgments of professional educators. A good illustration of this approach is found in *Criteria for the Establishment of 2-Year Colleges*,² published by the United States Office of Education.

State, regional, and national educational and accrediting associations also consider criteria for the establishment of community junior colleges.

Finally, some states have created a special community council or commission to develop long-range plans for establishment of an adequate and effective system of community junior colleges. The reports of these councils or commissions recommend conditions governing the establishment of new colleges, such as their location, their control and coordination, their programs and services and their financial support.

A number of agencies—legislatures, state boards, professional educational associations, special commissions—are concerned with the shaping of criteria for the establishment and operation of community colleges. Their primary interest is to found these institutions on a sound basis so that they will supplement existing educational institutions by providing creditable, diversified programs at minimal cost to the student and to the state.

EMERGING CRITERIA

The importance of criteria for the establishment of community junior colleges cannot be over emphasized. Without such guidelines a state may some day find itself confronted with an unplanned aggregation of two-year colleges which, in financial distress, will plead for state support. It is difficult to deal with such a situation once it has arisen. It is important, therefore, that a state formulate and adopt guidelines to be followed in establishing community junior colleges, or for that matter, in establishing any type of post-high school institution.

Of equal or greater importance than a state's need for guidelines is a community's need for criteria to aid in appraising educational needs and in developing plans for a community college. It is not uncommon for chambers of commerce, boards of education, or influential citizens to promote a community college because it would aid business, would be an asset in attracting industry, or would enhance community prestige, without first considering whether there is a demonstrated need for the institution, or the many factors involved in establishing and maintaining it on a high-quality level.

Because conditions will differ from one state to another and from one community to another, it is neither feasible nor possible to draw up a detailed set of criteria or guidelines that are rigidly applicable to every situation. It is possible, however, to abstract certain general criteria or guidelines, stated or implied, from practices that prevail among the states, from reports of conferences on criteria for community junior colleges, and from special studies that have been made. These concern the nature and role of the community junior college and basic information which should be collected and evaluated in *any* state or community in which the establishment of one or more community junior colleges is being considered.

Statement of the Criteria

Although communities differ in many respects, the following criteria appear applicable to the establishment of a successful community junior college in *any* locality:

1. A community junior college should be established only where there is a clear understanding of the special nature and function of such an institution.
2. A community junior college should be established only

where there is a demonstrated need for educational opportunity beyond the high school.

3. A community junior college should be established only where people in the community demonstrate a favorable general attitude toward the junior college and its unique function.

4. A community junior college should be established only where there is adequate financial support of a permanent nature.

5. A community junior college should be established only where adequate space is available for the institution or where there are adequate finances to provide space.

6. A community junior college should be established only where it is readily accessible for those whom it is designed to serve.

7. A community junior college should be established only after consideration of educational opportunities available in other nearby institutions of higher learning.

8. A community junior college should be established only after a survey has been made of the community's over-all needs in higher education and its present resources to meet those needs. In states where a state-wide survey also has been made, the community survey should take into account its findings and recommendations.

Discussion of the Criteria

1. *The community must understand the special purpose of a community junior college.*

At times those who advocate the establishment of a community junior college seem to have a limited idea of the special characteristics of such an institution. They sometimes have the erroneous conception that it is simply a replica in miniature of the freshman and sophomore program of a university. The first criterion for starting a junior college, therefore, is the development of a clear concept of the kind of institution contemplated. This is determined by a consideration of those whom it will serve and the services it will provide.

The community college should offer opportunities for post-high school education to students of all types who will not or can not

attend college away from home. There is conclusive evidence that the percentage of high school graduates who continue their education is much larger in communities where community colleges are located than in those where they are not.

For example, the report, *Enrollment in Florida's Institutions of Higher Learning, Fall 1961*,⁴ says that

The number of 'first-time-in-college' students from the junior college attendance areas was 56 per cent of the number of 1961 public high school graduates from the counties in those areas, whereas the comparable figure for the remaining 34 counties was 36 per cent. For the state as a whole, the 'first-time-in-college' students constituted 48 per cent of the number of 1961 public high school graduates.

Reports from other states support these findings. The Center for the Study of Higher Education in Berkeley, California, found that of a sample of the high school graduates in June 1959 in 16 communities, 49 per cent entered college in communities where junior colleges were located, 45 per cent entered college in communities having a state college, 42 per cent entered where there were several different types of institutions, but only 32 per cent entered in communities where there was no college.⁷

The two-year community college should provide a variety of services. It should offer college courses that correspond to those given in the first two years of degree-granting institutions; terminal, technical and vocational courses for those who lack either the competence or the interest to pursue a course of study leading to a degree; educational programs and services for adults, and many kinds of cultural activities for the community. Whereas the state colleges and universities as a rule provide educational opportunities primarily for the academically minded or "bookish" type of student, the community junior college will provide opportunities for students of many types including those who are misfits in a strictly academic program.

This diversity of purpose and the wide range of student abilities and interests served by the two-year colleges requires a testing and counseling program that will help students to recognize their competences and weaknesses and to set realistic educational goals for themselves. If a community junior college performs this service effectively, it will serve as a screening agency for the state colleges and universities and will reduce the attrition that now occurs in

them. Thus, the community junior college will be an important agent in conserving both human and financial resources.

2. *The community must have valid need for educational opportunity beyond that already provided in the vicinity.*

The index of need most commonly used is potential enrollment. There is little agreement, however, as to the minimum size of potential enrollment which should be used. Thirteen states specify a minimum enrollment, but the figures range from 40 in one state to 500 in another. Nor is there a general agreement among administrators of public community junior colleges concerning minimum enrollment. For example, 64 junior college executives and state directors were asked what they consider to be a proper minimum full-time enrollment: 23 said 200 to 399; 25 said 400 to 599; 4 said 600 to 999; 5 said 1,000; and 7 said 2,000 or more. Experience and judgment of leading authorities on the community junior college suggest that an enrollment as small as 200 may be an acceptable minimum, but that 400 or more will make for greater effectiveness and economy.²

Various bases for estimating potential enrollment may be used. To make a fairly accurate estimate, special statistical techniques have been developed by demographers. Information concerning these techniques may be secured from SREB. Whether these precise techniques are employed or whether only rough estimates are made, the factors that enter into the calculations are total population of the area, high school enrollment or average daily attendance, and the number of high school graduates.

Community college administrators consider total population of the community to be significant. They do not agree, however, on the minimum population a community should have. Some say 25,000 to 50,000; some 100,000 to 200,000 or more. D. G. Morrison and S. V. Martorana point out that there would be no two-year colleges in a number of states if the highest figures proposed by these administrators were used as the minimum.² If total community population is to be used as a criterion, a state agency—a community college commission, the State Board of Education or the State Board of Higher Education—must set the minimum in the light of related factors.

Not only the size of the population but its composition and its access to educational opportunities beyond the high school must be

considered. Trends in population growth may be more important than the actual size of the population. Generally, it is considered that high school enrollment or average daily attendance and the number of high school graduates provide a better basis for estimating potential college enrollments than does the size of population.

The Community College Council of Florida recommends that if the high school enrollment is used as a criterion, the potential community college enrollment be calculated on the basis of one college student for every three students enrolled in grades 10 through 12.¹

Opinion varies widely as to the minimum annual number of high school graduates that justifies the establishment of a community junior college. Estimates range all the way from 300 to 2,000 or more. Statistics on "first-time" enrollment in colleges are available state by state. The ratios of these enrollments to the number of high school graduates of the preceding year range from 37 to 63 per cent among the Southern states. For the rest of the states, not including the District of Columbia which is atypical, the range is from 37 per cent to 94 per cent.⁹ From the ratio that is determined for a particular state or community within a state a rough estimate may be made of probable "first-time" college enrollments that takes into account the college-going pattern of high school graduates in the particular area being considered. These facts suggest that, for the purpose of identifying and clarifying some of these factors, a special survey should be made of a community that contemplates a community college.

3. *A favorable general attitude on the part of the people in a community toward a two-year college is essential to a good community college.*

This attitude may be appraised in several ways. It may be reflected in a vote of the people, as a number of states require; it may be expressed in a petition for a community junior college; it may be judged by the support the people have given to schools in the area; it may be expressed by the action of articulate organized groups such as the Chamber of Commerce, the League of Women Voters, and the Association of University Women; or it may be manifest by an actual bond vote to provide financial support

for the project. In fact, several combinations of these indices of attitude may appropriately be employed.

Community interests must be measured in terms of the kind and type of pressure for a community college and the clarity of the local perception of the type of institution envisioned. Ulterior motives such as bolstering a declining economy, enhancing community prestige, or satisfying political ambitions must be identified and evaluated. These are not motives which can be defended in the court of professional judgment or in the assemblies of discriminating legislators.

An appraisal must also be made of the compatibility between the kind of institution the community envisions and that community's educational needs. Obviously, a community may give very concrete evidence of interest by the formal actions it takes but the appraisal of underlying motivations and concepts is a matter that calls for the professional judgments of an agency or board that is detached from the local situation.

4. *Adequate financial support of a permanent nature is an essential criterion for the establishment of a successful junior college.*

There are two basic questions which concern financing: What is minimum adequate support, and what are the sources of this support?

The cost of operating a two-year community college is affected by many variables. Among them are the type of facilities used and the cost of maintaining and operating them; the scope of the educational program—technical courses, for example, can be very costly; the size of the enrollment, which in turn may affect the size of classes and the cost per student; the salaries paid faculty and staff; and the scope and nature of the testing and counseling services provided. The per student expenditures in the junior colleges in the South, public and private, range from \$292 to \$1,229. The average is \$505 compared with an average of \$528 for all junior colleges in the United States.¹⁰ In estimating expenditures it would appear that a minimum of \$500 per student might be used as a basis, but to maintain a quality program in a small community junior college these expenditures will be higher.

Data reported by Martorana and Morrison concerning sources of income of 247 public two-year colleges in the nation, give some idea as to how junior colleges are supported. The colleges analyzed

include all types of public institutions—the usual community junior college, branches of universities, the 23 county normal schools of Wisconsin, and a few “special cases” such as the Canal Zone Junior College.¹⁰ Table 1 presents in summary form some data adapted from that study. The first three columns give the national percentage, the range of percentages and the median percentage of the income derived from each of the specified sources for all of the institutions. The last column indicates, in terms of regional percentage only, the income of junior colleges in the South derived from these sources.

Table 1
Percentage, Range of Percentages and Median Percentage of Income
Derived From Designated Sources, 247 Public Two-Year Colleges
in United States, Percentage from Same Sources, 57 Public
Two-Year Colleges in South

Source of Income	Percentage	United States		South
		(247 Junior Colleges) Range of Percentage	Median Percentage	57 Junior Colleges Percentage
Student Tuition	9.1	0— 96.2	12.4	19.2
Other Student Fees	2.3	0—100.0	1.6	3.4
Federal Government	1.2	0— 36.2	0.0	0.9
State Aid Funds	30.7	0—100.0	28.0	34.0
Local Taxes	43.1	0—100.0	22.0	24.0
Tuition Transfer	7.1	0— 50.5	0.0	0.0
Endowment and Gifts	0.7	0— 82.1	0.0	0.1
College Organized				
Activities	0.4	0— 17.0	0.0	1.3
Auxiliary Enterprises	4.7	0— 49.2	0.0	14.3
All Other	0.9	0— 30.5	0.0	2.8

Community colleges receive their major support from student tuition and fees, local and state taxes, and auxiliary enterprises—dining halls, book stores, etc. The great difference among the states in the percentage of community college income derived from each source suggests a basic policy decision which each state must make concerning proportion of the cost which should be borne by the student, the local community, and the state. If there is no state policy, the decision must be made by the local community when it establishes a community college.

Two illustrations of state policies for supporting community junior colleges offer interesting comparisons. In California⁶ the community junior colleges are supported primarily by local taxes and state aid. In the past the state has contributed approximately one-third of the operating costs. As enrollments have risen and operating costs increased, a larger portion has been assumed by the local community. The amount of aid provided by the state is calculated on a formula based on average daily attendance. Supplementary aid from the state's educational foundation program is available to districts whose assessed valuation is so low that it does not produce a total minimum specified income. Additional state funds are also granted for transportation costs.

The state of Florida¹ provides for joint financing of its community junior colleges by the community and the state. The amount granted to each college by the state depends on the financial resources of the community. Local communities are required to contribute an amount determined by a millage tax beyond the levy made for the support of grades 1 to 12. A formula for computing the amount of support required includes total average attendance of full-time-equivalent students, training of the faculty, administrative and student personnel services, current operating expense, and the president's salary. The amounts of state funds allocated to each community college on the basis of this formula differ widely, a larger amount being paid to those community college areas where local resources are most limited.

No single pattern of support emerges from all of the available data, but there are some clearly defined considerations to be kept in mind in deciding on guidelines:

- a. Opportunities for education beyond the high school should not be limited to communities which can afford to provide them. In the words of James Wattenbarger of the Community Colleges Division, Florida State Department of Education, "Funds to support post-high school education should come from where the money is located and [should be] expended where students are being educated."

- b. As an evidence of continuing interest, the local community should bear a share of the cost commensurate with its resources.

- c. The state should supplement local community resources to the extent necessary to provide a diversified program of high quality.
- d. Tuition and fees should be kept low so as to provide maximum opportunity to all qualified students.
- e. Insofar as tuition and fees become a barrier to students, scholarships and other forms of financial aid should be provided.
- f. The plan of financing and the sources of support should be adequate to assure stability in operations and the possibility of expansion in response to demonstrated need.

5. *Space for initial development and future growth should be available where a community junior college is contemplated.*

Frequently, there are two stages in the development of space accommodations for a community college: first, use is made of temporary quarters such as abandoned military installations, high school facilities outside of regular school hours, or a large residence; and second, the acquisition of a site and the construction of buildings especially adapted to the community college purposes. There are some major drawbacks to such an arrangement. When a community college is established in temporary quarters, all kinds of problems affecting the quality of the program are encountered. Classrooms may be poorly arranged or poorly lighted, makeshift and unsightly fire escapes may be required, library space and materials may be too limited, laboratories may be lacking or poorly equipped, space and equipment for technical and terminal vocational courses may be lacking, or the total cost of operation and maintenance may be disproportionately high. The consequences of such limitations are that the programs are likely to be out of balance. For example, science instruction may be limited, terminal courses omitted, textbook instruction may have to be relied upon excessively, and poor morale may exist among the faculty and students. These are factors that must be taken into account when considering the suitability of temporary space. In the last analysis, the adequacy of space is a matter for the judgment of professional persons who know what the minimum requirements should be.

Two factors of special importance in planning new physical facilities for a community junior college are an estimate of space

required and an estimate of capital expenditures to provide the space. The first step in estimating space requirements is to predict as accurately as possible the equivalent full-time enrollment. The second step is to determine the educational functions and services to be provided—for example, classroom instruction; laboratory instruction; library services; guidance and counseling services; conferences; administrative services; and, if they are to be provided, food services, health services, and residential facilities. The third step is to decide how these services shall be performed. In the realm of instruction, for example, what will be the role of television? Of large group lectures? What provision will be made for independent study? What emphasis will be placed on individual laboratory exercises as opposed to laboratory demonstrations? How fully will instructional and laboratory space be used per day and per week? Concerning other phases of the program, such questions as the following must be considered. What will be the nature of a terminal, technical vocational program? What special shop and laboratory facilities will be required? What will be the nature and scope of testing and counseling services? What health services will be provided? If most or all of the students commute, what special study rooms will be needed? What will be the requirements for student activities and recreation? There are illustrations of the decisions which must be made in order to reach any reasonable approximation of space requirements.

In making estimates of required space, the experience of two states which have already gone through the process, California¹ and Florida,² can be useful.

The cost of providing adequate space will vary from region to region and from one community to another. A quick and easy, though not too precise, method employed by the technical committee that assisted in drafting the Master Plan for Higher Education in California was to estimate plant costs for a campus of 2,000 students at approximately \$3,200 per student in average daily attendance (in terms of 1958 dollars). For a larger enrollment the cost per student would be less while for a smaller enrollment it would be higher. Depending on local building costs, the cost per student for plant construction will range from approximately \$2,500 to \$4,000.

6. *A community junior college must be reasonably accessible for those whom it is designed to serve.*

Accessibility is sometimes defined in terms of maximum commuting distance, ordinarily a radius of 25 to 30 miles, and sometimes in terms of driving time, 45 minutes to one hour. In a mountainous terrain a radius of 25 miles might be quite meaningless; driving time would be much more significant. Likewise, in level country interwoven with expressways, 45 minutes driving time might extend the radius of accessibility well beyond 30 miles. The important point is that community junior colleges ordinarily do not provide dormitory facilities. Therefore, accessibility by both public and private transportation becomes an important criterion in deciding on location.

7. *The proximity of other higher institutions to a proposed community college must be considered in its establishment.*

The existence of other higher institutions located in an area where a community junior college is contemplated should be taken into account when deciding whether a junior college is needed. Sometimes the establishment of a community junior college is construed as a threat to a college already located in the area, particularly if it is a privately supported college depending heavily on a local constituency.

The chief criterion to follow in such a situation is the demonstrated need for educational facilities beyond that met by existing institutions.

Of first importance in deciding a location for a community college where there is already an institution is the density of population of the area. A large center of population like New Orleans or Miami may need a community junior college in addition to all the colleges and universities already established. A further consideration is the type of programs offered by existing institutions and their admissions policies. If the programs are of the usual liberal arts or professional type, and particularly if selective admission policies are applied, these institutions may serve only limited educational needs of the community. If there are added to these factors relatively high tuition fees, the service to the community becomes even more limited.

Whatever consideration is given to the proximity of existing institutions, the final decision concerning the establishment of a

community junior college must be based on a definite need for its program and services.

8. *A decision to establish a community junior college should be made only after there has been a local survey (and, if possible, a state survey) of educational needs and resources.*

The decision to establish a community junior college must be based on a body of reliable data. Some of the data will relate to the state's needs for higher institutions and some will relate to the needs and resources of a local community. For the purpose of securing these data, surveys must be made by qualified professional personnel.

State-wide surveys give an over-all picture of the state's needs in higher education, of its present institutional resources to meet these needs and of the gap between needs and resources that must be filled. The state survey will include an analysis of socio-economic trends and will identify present and future manpower needs. From these facts conclusions can be drawn about the need for expanding existing institutions, about the number and type of new institutions that will be required, about where new institutions should be located as indicated by the distribution and concentration of the potential college population, and about the nature and scope of the educational programs that should be provided. The state survey also will give an estimate of capital outlay and operating costs that will be involved in providing adequate services in higher education.

The community survey will supplement the state-wide survey and will appraise more precisely the needs, interests and resources of the local area. It will cover such matters as projected enrollments, the type of educational services needed, the financial ability of the community to support or contribute to the support of a local post-high school institution, the kind and adequacy of facilities that are available or that can be provided, and the cost to the community and to the state.

A number of states have employed both state and community surveys to determine their needs and to formulate plans for meeting them. The State of Florida has set a good precedent in this respect. It first conducted a general state-wide study which was concerned with all aspects of higher education, the results of which are reported in *Higher Education and Florida's Future*. This over-all study as followed by a more intensive study specifically concerned

with community junior colleges which identified communities where junior colleges should be located and the priorities and conditions that should govern their establishment. The findings of this study were published in *The Community Junior College in Florida's Future*.¹

As a third step in this sequential process, local communities were requested to make surveys of their particular areas, to prepare briefs in support of their respective claims to a community junior college and to present any additional information that the Community College Council might need in making a final determination of locations.

Such surveys, both state-wide and community-centered, must be the starting point in an orderly development of a state system of higher education, including community junior colleges.

CONCLUSION

Careful state-wide planning is the key to an effective system of higher education. As a means of extending "full opportunity" for post-high school education to all who seek and can profit by it, the community college has an important role. To play their role effectively the community colleges must be established in conformity with predetermined guidelines; they cannot be scattered promiscuously over the land in response to political whims or social pressures. It is hoped that the materials presented in this study will contribute to an orderly procedure in developing community colleges of excellence.

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